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## CONTENTS

Directory of the State Department of Education  
(Page 362)

In Memoriam: William H. Hanlon  
(Page 363)

Educational Demands of Contemporary Life  
(Page 364)

An Appreciation  
(Page 371)

Resolutions Adopted by Association of California  
Public School Superintendents  
(Page 372)

Conference for Discussion of Report on Higher  
Education in California  
(Page 375)

The California White House Conference on Child  
Health and Protection  
(Page 377)

Departmental Communications  
(Page 379)

Interpretations of School Law  
(Page 381)

Announcements  
(Page 385)

For Your Information  
(Page 386)

Professional Literature  
(Page 389)



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## **In Memoriam**

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### **WILLIAM H. HANLON**

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The death of William H. Hanlon is felt as a serious loss to the cause of education in California. More than a quarter century of constructive educational effort in Contra Costa County is his monument. Men and women of today and tomorrow are the better for his having lived. Richly endowed with vision and imagination, he nevertheless tested the practicability of every educational theory before accepting it. Once convinced it was sound, he did not rest until it was put into effect in the schools under his direction.

Early in his career Mr. Hanlon was admitted to the practice of law. About 15 years ago he had to determine whether to forsake education for law. The latter offered a certainty of larger income and political preferment; the former guaranteed nothing but service to childhood and to the community. He chose to serve. Not once was he heard to express regret over his choice.

Mr. Hanlon was no seeker after honors. His leadership, however, was recognized and he was frequently honored with positions of responsibility. At the time of his passing he was a member of the State Board of Education. When he spoke his fellow members recognized his views as those of a sound educator.

While we mourn his passing, we count the great gain of education because he chose to be an educator.

# Educational Demands of Contemporary Life<sup>1</sup>

By VIERLING KERSEY, Superintendent of Public Instruction

The topic, "Educational Demands of Contemporary Life," is particularly appropriate at the present time. As we attempt to reformulate our educational theory and improve teaching methods and procedures it is absolutely essential that we should strive to meet demands of contemporary life. In so doing, however, we should not be short sighted and devote our sole attention to demands which have their origin in the exigencies of the present situation.

Important as it is that we heed current demands at all times, we should always keep uppermost in mind the major objectives and permanent values which society has established over a long period of years. The first and most important demand upon education at all times is that education shall so guide and direct the growth and development of individuals that social progress shall result. Other demands must be considered in the light of their relationship to this board governing principle.

## Educational History Recently Written

Several chapters have been written in the educational history of the state during the last year. Some of these chapters are constructive and bright in their outlook; others portray the darker side of our history during the past year. We have been confronted continuously with the paradoxical situation of attempting to reconcile the public need and demand for increased educational services on the one hand with the demand for retrenchment in educational expenditures on the other.

Bright chapters in the educational history of the state auguring well for future progress have been written in communities where a combination of strong professional and lay leadership has been able to maintain the type and standard of educational opportunities desired by the people and has avoided reductions so drastic as to make achievement of this goal impossible. Dark chapters in our educational history have been written and these in communities where insistence on reduced expenditures for education has been so great as to outweigh willingness to maintain intact proper educational institutions.

<sup>1</sup>Digest of address delivered Monday, October 10, 1932, to the annual Convention of County, City, and District Superintendents of Schools and annual Conference of Rural Supervisors. The complete text of the address will appear in the printed proceedings of the convention.

## **Education and Democracy**

Public education was early in our history conceived as fundamental to the establishment and maintenance of a democratic state. An intelligent citizenry was regarded as essential in a political and social order where the people themselves should govern. The democratic principle of freedom and equality came very soon to mean equality of educational opportunity so far as common schooling was concerned. This concept has grown until today we stand for a system of free public schools extending from the kindergarten through the university and open to all the children of all the people.

As we examine the purposes underlying the establishment of our system of public education in the United States and review the history of the American people in their efforts to attain the ideal of equality of opportunity, we are today in a position to strongly reaffirm those basic purposes of education in a democracy.

American education stands today as one of man's great achievements, an everlasting monument to the success of democracy, signifying that equality of opportunity may be achieved.

## **America and her Children**

Our purposes of education have led, in America, to the development of a deep sense of obligation to childhood which is exceeded nowhere in the world. As a people we desire and demand for our children opportunities and advantages greater than those available to our own generation. As we enable our children to reach higher levels of culture and accomplishment than we ourselves have been able to attain, to that extent have we achieved one of the worthy goals of life, and contributed to the upward progress of humanity.

## **Demands from Contemporary Life in Connection with School Finance**

Of all the demands made on education by contemporary life, none is of more far-reaching consequence than those relating to school support. Two problems in particular are of major importance. The first of these concerns the demand for retrenchment in school expenditures. This has been brought about by the reduced ability of the majority of people to continue to provide the same support for education as in the past which inability is joined with a psychology of more depressing nature than is the actual economic stress.

## **Economy in School Expenditures**

Economy in school budgeting is and always has been necessary. Budgeting educational offerings is equally as important as budgeting

funds for expenditure. School authorities owe it to the public to provide those educational offerings desired as economically and as efficiently as possible. The State Department of Education, realizing the imperative need for a wise program of economy in school finance, issued a statement during the past year in which specific suggestions were presented.<sup>1</sup>

The past year has witnessed many reductions in school expenditures. There are many instances where sound economies consistent with efficiency have resulted in substantial savings to the community. On the other hand, there are numerous cases where desirable and essential educational activities have been curtailed. Pressure for retrenchment has been so great in many cases that the entire elimination of important educational services has resulted. Whenever retrenchment is carried so far that essential educational services are curtailed or eliminated, the educational rights of pupils are seriously threatened.

The study of available evidence indicating the tremendous sum education has conserved in the reduction of the 1932-1933 school budgets indicates that education leads all aspects of public expenditure in responding to the demands for reduced budgets.

Better suffer even greater severity of economic stress than face educational collapse. If education is too seriously or too long impaired, the very institution of democracy itself is jeopardized.

### **System of School Support**

The second major problem of school finance with which we are immediately concerned is the system of school support.

The first serious defect in our present system of support lies in the excessive tax burden imposed upon property for the support of schools. At present, property taxes in counties and school districts provide 85 per cent of the total receipts of elementary and high school districts. The inequity of imposing so excessive a burden on this one source of income is clearly apparent. The property tax is growing so oppressive that tax delinquencies are mounting at an alarming rate.

Another evil resulting from present methods of school support lies in the great inequalities existing at the present time between counties and school districts in first, ability to support education; secondly, tax rates levied for the support of education; thirdly, educational opportunities offered. Wealthy counties are many times more able to provide adequate schools than are poor counties. Differences in financial ability among school districts are even greater than among

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<sup>1</sup>Vierling Kersey. "First Things First in Education." *California Schools*, March, 1932.



counties. Impoverished counties find it necessary to levy tax rates over six times as high as those levied in rich counties to meet the mandates of the constitution with respect to school support.

A comparison of the educational opportunities offered in the various parts of the state reveals that, although the majority of our children are receiving what would generally be considered as excellent educational opportunities, large numbers of children throughout the state are being deprived of the type of schooling which the people of the state as a whole must certainly want for all of their children. As long as it is written in the constitution that counties must match state appropriations for elementary schools and double state appropriations for high schools, these inequalities must continue. The only remedy for the excessively high tax burden now imposed on property and for the vast inequalities existing among counties and school districts lies in amending our present State Constitution.

Two essential changes are necessary. First, the state must assume a larger portion of total school costs; secondly, state school funds must be apportioned in such a manner as to equalize school tax burdens and educational opportunities between the school districts and counties of the state. These changes are necessary to the realization of the fundamental principle of educational finance, long accepted in theory and already in practice to varying extent in most of the states of the Union, namely, that the wealth of the state should be taxed equally wherever it is, for the purpose of educating all the children of the state regardless of where they may live.

The present State Constitution should be amended to embody sound principles of school finance which have been recognized by leaders in educational administration for many years. Specifically the following points should be included:

1. Provide for equalizing educational opportunities for all the children of all the people
2. Equalize the burden of school taxes
3. Reduce the burden of taxes on real property
4. Not increase teachers' salaries or teachers' salary funds
5. Not increase the total cost of schools
6. Not affect the right of school boards to reduce school costs
7. Require the state to bear more nearly its just share of the cost of public education which is the most essential function of the state since the entire welfare of the state is dependent upon the education of the people.

### Higher Education

The Carnegie Foundation for the Advancement of Teaching was selected to make a "survey of the present system, plan of organization, and conduct of public education of higher than high school grade in the State of California, make recommendations as to suitable future policy and plan of operation with relation thereto."

Viewed in its entirety, the survey report<sup>1</sup> presents (a) a statement of functions of public education on the several levels, which is quite acceptable and appears to be in conformity with the basic, though unexpressed, philosophy of education which prevails in California, and (b) a series of specific recommendations some of which appear to be in contrast with the statement of purposes previously enunciated.

In several cases major recommendations seem upon careful study to be opposed to the democratic principles which have characterized public education in California. These principles should guarantee continuance of control of education by the people and should further guarantee to the individual the right of self-determination in the choice of a vocation and in the direction of his own life career.

The adoption of any plan affecting higher education in California, however, we believe should:

1. Preserve every aspect of democracy of educational opportunity
2. Not permit arbitrary limitation of the right of the individual to select the type of training he prefers. This would result in driving many of our young people out of the state or into private colleges at greatly increased expense to them.
3. Offer no conclusions reached on controversial matters without citation of extensive supporting data.
4. Present no recommendations relating to control boards that would prevent rather than foster unity of administrative action.
5. Offer a plan for financing junior college and lower division costs entirely tenable in terms of California conditions and attitudes.
6. Offer recommendations consistent with the acceptable statement of functions of the educational system and of principles of educational administration.
7. Recommend the adoption of no plan that would create a breach between the common schools and the teachers colleges by vesting control of the institutions training teachers for the common schools in a board other than that which exercises control over the common schools.
8. Propose no recommendations which would result in increased cost to the local taxpayers and to the parents.

<sup>1</sup>For a more complete appraisal of the report see "An Appraisal of the Carnegie Foundation Survey of State Higher Education in California," by Vierling Kersey, in *California Schools* for October, 1932.



### **Education in Relation to Present Economic Conditions**

The present disastrous economic situation presents a challenge to the schools. Only the efforts of an intelligent and trained population can cope with a situation that threatens to engulf our social and economic stability. It is the function of the school to acquaint the school children of today with the basic principles of economics and the dangers inherent in our economic structure in order to avoid a repetition of our present distressing situation. If our democracy is to continue, the schools must accept the task of preparing the next generation for its responsibility.

### **Legislation**

This is not a year for us to devote any large amount of attention to details of legislation affecting our schools in but a minor way. We must, of course, see to it that no legislation is enacted to jeopardize the continuance of our schools. The major demands of contemporary life upon education are of such far-reaching consequences that our attention must not be diverted from them by matters of mere immediacy or of lesser importance.

### **Teachers and Teaching**

There is no substitute for superior teaching and the great teacher in the new education which modern youth meets in today's modern school. Our emphasis has shifted from:

1. Book content to life activity
2. Memorizing to interpreting and understanding
3. Subject matter to integrated development
4. Knowledge and skills to character and conduct

As this emphasis has shifted the teacher and teaching have become more vital than ever before in the history of American education.

### **Reformulation of Purposes of Education**

One of the urgent demands now being made of education by the forces of contemporary life involves a reformulation of our basic purposes of education. Such a statement must be expressed in terms of growth and development of children rather than in terms of subject matter, knowledge, and skills.

The purpose of education might well be expressed in terms of broad conceptions of the nature of education, and the permanent values developed during the educating process.

**Emphasis on Citizenship**

We must see eventuate from instruction a noble citizenship. We must teach that the state exists for the people—not the people for the state. The truth of the thought that the people are not slaves of the state is given demonstration in much that the American public has done to the structure of its state during recent months of turmoil.

Ability to exercise control over self, not mere acquiescence to authority, is demanded.

If we are to end the false statesmanship too prevalent in public office, if we are to improve a failing citizenry, our youth must be taught to identify themselves as citizens with existing conditions. Youth can not be disciplined for life in an undisciplined state.

**Character Training Demands**

It has been aptly said that "all education is character education." Character building is not to be thought of as another subject to be taught, neither is it an accumulation of virtues resultant from impelled good deeds. It is best achieved through actual experience in real life situations. Popular demands are consistently made of schools that we guarantee the possession of constructive character traits by all youth who are released from our schools.

There is no one plan for character education. The nearest approach is that found in the completely integrated program of school instruction. This plan accepts character training as its most important responsibility.

**Cultural Demands**

We must be concerned vitally with those demands of a permanent and fundamental nature; those cultural values so powerful and so everlasting. Society's basic demand upon the educational system should so direct the growth and development of all its pupils that there would be attained a continuous progress of society toward the more abundant life.

Let us build for a Lord Chesterfield-like courtesy, a wholesome humility and modesty, a refinement of spirit, a fearless originality, and a human measure of success in doing well, not in getting much.

## An Appreciation

The 1932 Annual Convention of County, City and District Superintendents and the Annual Conference of Rural School Supervisors held October 10, 11, and 12 in San Francisco is recorded in the educational history of our state. The convention was characterized by seriousness, by the study attitude, by evident professional unity, and indicated thorough-going devotion to educational responsibilities.

The hospitality of the city of San Francisco, the entertainment supplied by our hosts and hostesses, the beautiful music and the cordial feeling of friendliness we shall always remember.

No convention represented keener thought on the part of those who made presentations on the program. No convention pronounced more important resolutions than those adopted in the interests of education by the convention assembled. No superintendents' convention worked more diligently on its assignments nor gathered together greater numbers of superintendents, their associates and fellow educators in the interest of education in California.

The serious tone of the convention was not pessimistic. The carefully prepared individual contributions at the convention provoked cooperation. The educational interests of the entire state are stimulated in a period when enthusiasm is challenged.

The State Department of Education is very appreciative and the State Superintendent of Public Instruction is sincerely thankful for your presence at the convention, your participation, your deliberations, your encouragement and your return from the convention to undertake responsibilities with renewed energy. We have been complimented by the unusual cooperation the season of our convention this year demonstrated.

The interests of children, the interests of state, and the interests of the profession have been well served.

## Resolutions Adopted by Association of California Public School Superintendents

The following resolutions adopted by the Association of California Public School Superintendents on October 12, 1932, are of significance to public education in California. They deserve the support not only of school administrators but of the entire educational profession in the state.

### CARNEGIE FOUNDATION SURVEY REPORT ON STATE HIGHER EDUCATION IN CALIFORNIA

While it does not seem advisable at this time for the Association of California Public School Superintendents to take action indicating its attitude toward all of the numerous recommendations made in the Report on State Higher Education in California recently submitted by the Carnegie Foundation for the Advancement of Teaching, several of the major recommendations made therein are of such vital significance for public education that statement concerning these is deemed necessary.

#### Teachers Colleges

The recent expansion and liberalization of the curricula of the state teachers colleges and the requirement of the bachelor's degree for the elementary school teacher's credentials have materially improved the service of these institutions to public education by broadening the background of social and cultural education of the classroom teacher. The liberalization of the educational programs of the teachers colleges is basic in a teacher training program, for upon teachers in our public schools is placed the tremendous responsibility of educating children for intelligent and responsible participation in contemporary life with its maze of confused ethical standards, its changing social demands, and its need for civic enlightenment.

These recent developments in the program of the state teachers colleges are typical of the responsiveness of these institutions to the changing needs of the public school system. This responsiveness has grown out of the intimate relationships and close cooperation between the teacher training institutions and the public schools which is characteristic of an administrative organization which unifies the control of both under a single State Board of Education and one executive officer.

We find that continued close cooperation between the teachers colleges and the public schools requires the maintenance of the present unified administrative control.

We, therefore, commend the Superintendent of Public Instruction for the position he has taken against the recommendations of the Carnegie Foundation Survey Commission which would remove the state teachers colleges from the control of the State Board of Education and Superintendent of Public Instruction.

#### State Council for Educational Planning and Coordination

The disadvantages of the existing system of dual control of public education are recognized by the Association. The advantages to be gained through complete unification of public education from the kindergarten through the university, under a single board of control and one chief administrative officer, are obvious. Therefore, if any change in the existing plan of state educational control is to be recommended, it should be in the direction of genuine unification.

The recommendation for the establishment of a State Council of Educational Planning and Coordination, as a means of unifying state control of public education would not, in our opinion, result in improvement of the present situation. Rather, we believe that this change would create a triple-headed control which would result in lessened, rather than increased unity of policy and of administration.

#### State Department of Education

The recommendation of the Carnegie Foundation report that the state department of education be reorganized so as to secure the advantages of unified control is heartily commended. The specific recommendation that the term of office of members of the State Board of Education be extended, and that this board be empowered to appoint a State Commissioner of Education, whose office would replace the existing office of Superintendent of Public Instruction, would result in greater continuity of state policy in public education and in the elimination of those tendencies toward conflict in policy which are inherent in the existing system of dual control.

It is our opinion, however, that the interests of democratic control of our public institutions would be served best by a plan which would provide for the election of the State Board of Education by the people and the appointment by the Board of its chief administrative officer, rather than by the plan recommended in the report under which both the state board and its chief administrative officer would be appointive.

#### Plan for Financing Junior Colleges and Lower Division Costs

This Association desires to express its disapproval of the entire plan submitted by the survey report for financing the costs of the junior colleges and the lower division of the teachers colleges and of the state university. Specifically, we believe that the recommendation that a considerable part of the costs of the lower division of the teachers colleges and university be transferred from the state to the several counties, thereby increasing the already intolerable burden of the property tax, is diametrically opposed to the best principles of public school finance, which are in the direction of the utilization of the entire resources of the state as a single unit for the support of public education.

Moreover, we believe that although the plan recommended is commendable in that it recognizes the obligation of the state to assume more fully its financial obligation to the junior colleges; and although it also proposes to eliminate the disparity in the state and county support granted the high school junior college departments as compared with that granted the district junior colleges; yet the plan proposed violates the principle of equalization in school finance, in that it would provide from state and county sources a fixed amount per pupil for each junior college, thereby requiring each local district regardless of discrepancies in local wealth, and in local educational needs to provide by district taxes the variable amounts per pupil needed in the several junior colleges.

#### CALIFORNIA PUBLIC SCHOOLS WEEK

The California public schools serve as democracy's agency for the perpetuation of American ideals in the young generation and for training children for intelligent and effective citizenship. The public schools provide the means whereby all children of whatever race, creed, or ability are provided with the opportunity to develop their individual aptitudes; to improve their status, to acquire the ability to adjust themselves to the complex social order of the day and to learn to work together harmoniously for worthy social purposes.

The effective functioning and the moral and financial support of this democratic institution depend upon a clear and comprehensive understanding by all the people of the purposes, methods, and financing of the public schools. Such understanding has been ably promoted by the observance of California Public Schools Week.

The Association of California Public School Superintendents expresses to the Grand Lodge of Free and Accepted Masons of California its great appreciation of the foresight of the Grand Lodge in establishing California Public Schools Week and of sponsoring its observance annually. This Association and its members individually, pledge their whole-hearted cooperation in observing California Public Schools Week in the various districts of the state.

A copy of this resolution is to be forwarded immediately by the secretary to the Masonic Grand Lodge now in session in Oakland, California.

#### PROPOSED CONSTITUTIONAL AMENDMENT NO. 9

The members of this organization are fully cognizant of the injustice and inequity of the existing system of taxation which has caused so much financial distress by imposing on common property such an overwhelming burden of taxation. The rapidly growing list of delinquent property taxpayers; the numbers of farm, home, and business property owners forced to forfeit their property because of inability to pay debts incurred in order to meet tax demands; the actual deprivation of thousands of people of their sole source of income by the destruction of property values and by the weight of taxation; these are but a few of the universally recognized proofs of the need for some change in the existing tax system which will give to the common property owner substantial and immediate relief. It is obvious that some change is needed which will transfer a material part of the tax burden from common property to some form or measure of wealth which will afford a broader base for taxation and which will permit a restoration of real property values.

The Association, therefore, commends the efforts of the coordinating state tax committee, representing primarily the organization of common property owners of the state, to correct the injustices caused by existing tax system. It endorses Constitutional Amendment No. 9, which was drafted by the coordinating state tax committee and which was placed on the ballot by initiative petitions signed by nearly 160,000 citizens of California. This amendment is approved for two principal reasons:

1. It will, without increasing the total amounts available for the schools, relieve common property of an annual burden of taxation for schools of nearly \$50,000,000, or nearly 75c per \$100 of assessed valuation, transferring this burden to the state;

2. It will, by means of a state public school equalization fund, not only reduce and equalize local property taxes for schools, but also will make it possible to provide equalized opportunity for education to all the children in all parts of the state.

#### RURAL SCHOOL SUPERVISION

The problem confronting teachers in the rural schools of California constitutes one of the most difficult in education. Heterogeneous age and grade groups, less adequate equipment, rapid teacher turn over, frequently less well trained teachers, make the need of expert professional direction indispensable if rural children are to be provided with even a minimum educational opportunity. The results in improved instruction in rural schools have proved the value of the program of rural school supervision. We, therefore, deprecate any attempts to curtail rural school supervision and urge continuance of the program throughout the state.



## Conference for Discussion of Report on Higher Education in California

A conference composed of nearly 100 men and women representing the several educational interests in the state and many lay groups vitally concerned with the educational welfare of the state met on October 27, 1932, in the offices of the State Department of Education in Sacramento to consider the report recently made by the Carnegie Foundation for the Advancement of Teaching on State Higher Education in California.

The report has recently become the subject of sharp controversy. Educational groups differ widely on many of the specific recommendations made in the report. Recognizing this marked difference of opinion and realizing the necessity for a unified plan of action in connection with higher education, Superintendent of Public Instruction Vierling Kersey called this conference, the primary purpose of which was to develop a plan for securing unified action on the part of the many educational and lay interests.

In opening the conference, Superintendent Kersey reviewed briefly the major recommendations of the report and pointed out the issues which have been the subject of controversy. The question was then put:

What can this conference, representing all phases of interest in education in California, propose for the purpose of obtaining a solution to these issues and of developing an integrated plan for the unification of educational control and closer coordination on the several levels of public education?

The conference next proceeded to a discussion of the major recommendations of the report. Divergent points of view were presented regarding nearly every major recommendation. Controversial issues were clearly defined.

As a result of the frank discussion of the report, it became clearly apparent that while some differences of opinion would probably continue to exist, the tremendous importance of higher education in California demands that differences be submerged in order that a plan be arrived at which is based upon generally accepted principles of education.

As a means of accomplishing unified action, the conference unanimously adopted the following resolution:

WHEREAS, It is necessary for the educational interests of California to unite in an educational program designed to meet the educational needs of all the children of all the people of the state; and

WHEREAS, A carefully worked out appraisal of the Report of the Commission for the Study of Higher Education seems essential and a forward pronouncement that all can accept seems necessary to conserve the educational gains of the past;

*Therefore, be it resolved,* That we recommend that the Superintendent of Public Instruction and the President of the University of California together appoint a committee the duty of which will be to analyze and evaluate the Carnegie Report and present a new pronouncement to be supported by the educational interests of the state, and that this committee be requested to report back to this conference.

## The California White House Conference on Child Health and Protection

At the call of President Herbert Hoover, a White House conference on Child Health and Protection was held in Washington, D. C., during the year 1930. The main purpose of this conference was to make a country-wide survey of the health and protection of the nation's children, and to gather information relative to the best methods for the conservation and protection of childhood, the most valuable asset to the future welfare and prosperity of the United States. Hundreds of the best trained and most outstanding experts in all fields of child welfare served at the request of President Hoover. Their findings are now available. It is the earnest desire of the President that the facts revealed in the White House conference be made known to the people of the United States. Therefore, at the request of President Hoover, made known through George S. Hastings, Extension Director of the White House Conference, Honorable James Rolph, Jr., Governor of California, is calling a California Conference on Child Health and Protection. Dr. Vierling Kersey, State Director of Education, Dr. Giles S. Porter, State Director of Public Health, and Mrs. Rheba C. Splivalo, State Director of Social Welfare, have been named by Governor Rolph as his personal representatives authorized to initiate plans for the conference.

Each of the Governor's personal representatives has appointed four persons in the state to serve as members of a State Executive Committee. This State Executive Committee has as its duty the formulation of the general plans of the conference and the performance of all necessary service in connection with the execution of the plan.

In order to obtain the support of the influential state-wide organizations in California, a White House Conference Committee has been organized. One representative from each state-wide organization, such as the Parent Teachers Association, the State Medical Society, the American Legion, and many others, has been appointed by the Governor to serve on this committee. The chairman of the committee is Leland W. Cutler, President of the San Francisco Chamber of Commerce. At the first state conference to be held in San Francisco, November 11 and 12, 1932, this committee will be informed of the state-wide conference plans and will be asked to take steps to secure the active interest and support of every organization in all the conferences to be held.

The chairman of the California White House Conference is Dr. Robert Gordon Sproul, President of the University of California. Dr. Sproul will act as honorary chairman of all conferences held, and will be present as chairman of the state and district conferences.

At each conference held, the following four sections will be represented:

Section I, Medical Service; Section II, Public Health Service and Administration; Section III, Education and Training; Section IV, Social Welfare.

A number of committees will be organized under each of these sections. State chairmen for each of the sections and for each of the committees have been appointed. Dr. Edna W. Bailey, Associate Professor of Education, at the University of California, has been appointed state chairman for Section III on Education and Training. Nine state chairmen of the nine committees coming under Section III will work under Dr. Bailey. These committees are: (a) The Family and Parent Education; (b) The Infant and Preschool Child; (c) The School Child; (d1) Vocational Guidance; (d2) Child Labor; (e1) Recreation; (e2) Physical Education; (f) Special Classes; (g) Youth Outside of the Home and School.

It is proposed that a state conference be held in San Francisco; district conferences be held in Los Angeles, Fresno, Oakland, and Sacramento; that conferences be held in each county of the state; and in each community of the state. In each of these conferences the section and committee plan of organization will be followed. In the community conferences the results of the national conference on child health and protection will be discussed, local conditions will be compared with the recommendations made following the national conference, and suggestions will be formulated to be carried forward to play their part in determining a state program in child health and protection.

The policy will be to appoint the county superintendents of schools as the county chairmen representing Education and Training. In communities, city superintendents, high school principals, and elementary school principals should be appointed as chairmen for the section on Education and Training. By this method of organization, school administrators in California will have ample opportunity to become thoroughly acquainted with the problems of child health and protection, and will be, because of their positions, in an admirable situation to acquaint members of their communities with the essential needs of a program in child health and protection for California.

The State Department of Education, the State Department of Public Health, and the State Department of Social Welfare are greatly concerned with the development of a forward looking program in child health and protection.

Special mention must be made at this time concerning the pleasant and profitable cooperative relationships of members of the executive committee representing the three state departments of government. There is excellent cooperation and a willingness to organize the conference on a high educational plane.

# Departmental Communications

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## Division of Textbooks and Publications

IVAN R. WATERMAN, Chief

### NEW PUBLICATIONS

The following numbers of the *Department of Education Bulletin* are now available:

No. 20, October 15, *Handbook for Home Teachers*

This handbook has been prepared for the purpose of aiding home teachers in rendering an improved and more valuable service in their capacity as a link between home and school. It contains statements of the history and objectives of the home-teacher service, descriptions of desirable procedure, teaching methods and techniques, and many helpful suggestions for extending the sphere of usefulness of the home teacher. A selected bibliography for the home teacher is included.

No. 21, November 1, *An Analysis of the Waitress Trade*

This bulletin presents a comprehensive job analysis of the waitress trade, together with a statement of procedure and methods for training waitresses. Schools which offer courses for training waitresses should find the bulletin extremely helpful.

There will be available within a short time:

No. 22, November 15, *Proceedings of the Annual Convention of County, City, and District School Superintendents of California, 1932.*

The complete text of the addresses delivered at the convention and a summary report of the discussions held will be included in this bulletin.

## Division of Adult and Continuation Education

L. B. TRAVERS, Chief

### **REPORT ON SPECIAL DAY AND EVENING CLASSES FOR ADULTS**

Section 3.800 of the California School Code provides that a course of study shall be prepared under the direction of the high school board having control thereof, and shall be subject to the approval of the State Board of Education.

All high school districts expecting to claim state and county apportionment for the operation of special day and evening classes for adults must submit for approval a report on all such classes. In order to simplify this procedure, the Division of Adult and Continuation Education has prepared a form for the purpose, which will be mailed out to all high school districts reporting adult classes on the Principals' October Report.

Local high school districts carrying on special day or evening classes in connection with either day or evening high schools who do not receive these forms by November 1, will please request them from the Los Angeles office of the State Department of Education, Room 311 California State Building. Any high school district organizing adult classes subsequent to the submission of the Principals' October Report shall, within a reasonable period after the opening of such class, make a report on the forms provided for that purpose.



# Interpretations of School Law

## Supreme Court Decisions

### **Assessment of School Lands Under Improvement Act of 1911**

The omission of school lands from assessments levied under the Improvement Act of 1911 (Deering Act 8199) on the theory that they were not taxable, is contrary to the express provisions of section 20g thereof.

(*Cowart vs. Union Paving Company et al.*, 84 C. D. 281.)

## Appellate Court Decisions

### **Dismissal of Probationary Teachers**

Under School Code section 5.681 two things must occur to make effective the dismissal of a probationary teacher from the service of a school district: the notice must be in writing and must be delivered to the teacher or deposited in the registered mail prior to the date prescribed by the section.

(*Reed vs. Board of Education of the Monterey Union High School District et al., etc.*, 70 C. A. D. 780, --- Pac. ---.)

### **Employment and Dismissal of Probationary Teachers**

When an elementary school district has an enrollment of nine pupils and the budget of the district provides for but one teacher, the governing board of the district may employ only one teacher and, in such case if the board failed to give the teacher of the district, who was classified as probationary, written notice of dismissal on or before the date fixed in School Code section 5.681, but nevertheless employed another teacher, the contract of employment with the second teacher is invalid, the other teacher not having been legally dismissed and the district being entitled to but one teacher.

(*Thibaut vs. Key et al., etc.*; *Thomasson vs. Key et al., etc.*, 70 C. A. D. 843, --- Pac. ---.)

### **Refusal of Employment by Probationary Teacher**

When a probationary teacher employed in a school district upon being offered a contract on April 23, 1931, for employment for the succeeding school year stated that she was not ready to accept, and

did not sign the contract and did at no time thereafter execute anything purporting to be an acceptance of the offer, tender it and ask to be recognized as a teacher for the succeeding school year; and did not ask for reinstatement as a teacher until October 23, 1931; she was properly held to have refused employment, and the governing board of the district could not be compelled to reinstate her as a teacher of the district.

(*Snider vs. Severance et al.*, 70 C. A. D. 894, --- Pac. ----.)

### **Tenure of Teachers in Day and Evening Schools**

Where a teacher or principal has been employed in both the day and evening schools of a district for more than three years and had been classified as a permanent employee of the district, his service in both schools constitutes but one position under School Code section 5.500 *et seq.*, and he has tenure in both day and evening schools, but he has no right to be retained in any particular school or assigned to any particular class or classes.

(*Cullen vs. Board of Education of the City and County of San Francisco et al.*, 71 C. A. D. 219, --- Pac. ---; *Anderson vs. Board of Education of the City and County of San Francisco et al.*, 71 C. A. D. 221, --- Pac. ----.)

## **Attorney General's Opinions**

### **Duty of Boards of Supervisors to Levy County School Taxes**

School Code sections 4.160, 4.161, 4.170, and 4.171 provide for the determination of the county elementary school tax rate and the county board of supervisors must fix a rate sufficient to raise the amount which the county superintendent of schools estimates will be needed for the county elementary school fund, but there is no prohibition against the levy of a higher tax. (A. G. O. 8231, August 29, 1932.)

### **Evasion of Tenure Law**

If the governing board of a school district in an endeavor to force the resignation of a permanent teacher of the district assigns such teacher to part-time work and reduces his salary proportionately, the action of the board is in violation of the Tenure Law, but if the board acts in good faith, its action is not in violation of the Tenure Law. (A. G. O. 8272, September 29, 1932.)

### **Illegal Transfer of County Funds to County Elementary School Fund**

When, contrary to law, a county board of supervisors transferred funds from the unappropriated reserve fund of the county to the

county elementary school fund to meet a deficiency therein, the county superintendent of schools thereafter apportioning such funds to the elementary school districts of the county and the districts expended part of such funds, the board of supervisors may not compel the return of such funds as have been actually expended, nor has the county superintendent of schools any responsibility in connection with the refunding of such moneys as have not been expended. (A. G. O. 8231, August 29, 1932.)

### **Liability for Injuries to Pupils Being Transported**

When the governing board of a school district enters into an agreement with the parent or guardian of a child to pay such parent or guardian a certain sum per month to transport such child alone, or to transport other children with such child, to and from school, and it appears from the agreement that such parent or guardian is an employee of the district and not an independent contractor, the district is liable for injuries caused such child by the negligence of the parent or guardian while transporting such child or children to and from school.

When a teacher employed in a district is transporting pupils under an agreement with the governing board of the district and receives pay therefor from the district, the district and the teacher are jointly liable for injuries caused such pupil by the negligence of the teacher while transporting the pupil to and from school.

When a teacher employed in a school district gratuitously transports pupils to and from school, the district is not liable for injuries caused the child by the negligence of the teacher in transporting the child to and from school, but the teacher would be liable if guilty of gross negligence, the pupil being classed as a guest. (A. G. O. 8260, September 21, 1932.)

### **School Bus Drivers**

No person may be employed as a school bus driver unless that person holds a valid and effective school bus driver's certificate issued by the Department of Motor Vehicles as prescribed by section 1 of the Regulations of the State Board of Education Governing Pupil Transportation.<sup>1</sup> (Letter of Attorney General to Honorable A. F. Jewett, August 30, 1932.)

### **Signatures of County Officers**

The signature of a county officer when impressed upon an official document through the instrumentality of a facsimile rubber stamp, which has been adopted by him as his official signature and which is

<sup>1</sup> As set forth in *Department of Education Bulletin No. 2*, January 15, 1932.

impressed upon the document by himself or under his direction, constitutes his legal signature. (A. G. O. 8100, June 20, 1932, reversing A. G. O. 7434, digested in *California Schools*, February, 1931, page 55.)

### **Teachers Absent Because of Illness**

When a teacher is absent from duty on account of illness for more than one school year, each school year must be considered separately, and if in any of the school years in which the absence occurs, the teacher is absent for less than five school months he is entitled to compensation as prescribed by School Code section 5.750. (A. G. O. 8267, September 29, 1932.)

### **Use of High School District Building Funds**

Where the governing board of a high school district has accumulated funds for building purposes, such funds being derived from district taxes, the funds may, under School Code section 4.375, be used for any other lawful purpose. (A. G. O. 8201, August 13, 1932.)

### **Validity of School District Budgets**

The preparation of the budget of a school district is not invalidated by reason of the failure of the persons charged with the performance of certain duties by School Code section 4.383 to perform properly their duties, although a violation of School Code section 4.383 is punishable as a misdemeanor. (A. G. O. 8235, September 7, 1932.)

## Announcements

### STATE BOARD OF EDUCATION MEETING

Of particular interest are the following actions taken by the State Board of Education at its regular quarterly meeting held in San Francisco, October 7 and 8, 1932.

The board authorized a call for bids for music texts for the seventh and eighth grades, and authorized the State Curriculum Commission to make a study of the books submitted for adoption.

The board adopted as state series textbooks, *California in Map and Graph* by Herbert Edward Floerky, and *Our California Home* by Irmagarde Richards, for use in the elementary schools of the state. These books will be placed in use beginning with the school year 1933-1934.

### TEACHER-TRAINING CONFERENCE

The annual teacher-training conference will be held Friday and Saturday, December 2 and 3, 1932, at the Fresno State Teachers College.

On Friday the conference will observe student and demonstration teaching in the college training school, in the city schools of Fresno, and in surrounding rural communities. Special attention will be given to the work with foreign children and in migratory schools. The teacher-training banquet will be held on Friday evening.

Superintendent Vierling Kersey, Dr. E. P. Cubberley, and others will address the group on Saturday morning concerning the training of teachers to meet present needs.

### SUPERINTENDENT O. F. STATON PASSES

As we go to press, an item reaches us to the effect that Mr. O. F. Staton, County Superintendent of Schools of Sonoma County, has died of a heart attack.

## For Your Information

### **OAKLAND PAYS TRIBUTE TO SUPERINTENDENT WILLARD E. GIVENS**

Of particular significance to education in the state is the recent testimonial dinner given by the Oakland Merchants Exchange, the oldest business organization of the city, to Superintendent of Schools Willard E. Givens. Each year this organization selects the outstanding citizen of the community. This year Superintendent Givens was awarded this distinction.

More than 200 Oakland citizens, including civic leaders; merchants; business men; state, county, and local representatives of schools met at dinner Tuesday evening, October 18, 1932, at the Hotel Oakland to pay tribute to Superintendent Givens. Harry G. Williams, city auditor and president of the organization, presided. Among those who attended and spoke tribute to Mr. Givens were Mayor Fred M. Morcom; State Superintendent of Public Instruction Vierling Kersey; Alameda County Superintendent of Schools David E. Martin, and Postmaster William Nat Friend.

Mr. Givens was lauded by the various representatives of the city, county, and state for his "sincerity of purpose, zeal, and endeavor, and untiring efforts to promote the welfare of Oakland school children" and further for the fine effort made by the educational forces under his direction within the city to carry on this fine program and yet effect a substantial reduction of the tax levy necessary for education within the district.

Appreciation of his leadership and work as Past Campaign Chairman of the Community Chest in behalf of the welfare agencies within the community was warmly expressed.

Mr. Givens in replying to tributes paid him by the several speakers attributed the success of the Oakland public schools in meeting the present emergency situation to the excellent professional educational group associated with him in the schools.

It was emphasized that Mr. Givens' educational interests and leadership extend beyond the confines of his own city for he is active in many important state and nation-wide educational organizations.

In addition to these duties, Superintendent Givens is president of the California Teachers Association, holds membership on the National Advisory Council on Education, and is a member of the committee which is writing a yearbook for the Department of Superintendence of the National Education Association.



## **THE OUTDOOR CHRISTMAS TREE**

The Outdoor Christmas Tree Association of California is initiating its sixth annual campaign for outdoor lighted trees, especially living Christmas trees decorated and lighted in many beautiful and artistic ways. The association believes a small tree boasting but one string of lights will give pleasure to all who view it.

The lighting of the outdoor Christmas tree besides assisting in the conservation of the forests of California is a traditional symbol of hope which it seems wise to continue during these years of unrest and uncertainty.

## **EDUCATIONAL BROADCASTS**

### **American School of the Air to Inaugurate its Fourth Season**

On Monday, October 24, 1932, the American School of the Air began its fourth season of intensive broadcasting over the Columbia network. Daily, with the exception of Saturday and Sunday, the school of the air occupies a half-hour period during which programs, designed to enrich the school work of students of all ages are presented. This program will be broadcast over Pacific Coast stations KVOR, KFBK, KMJ, KWG, KERN, KDB, KOL, KVI, KFPY, KFRC, KHJ, KGB, KSL, KLZ, KOH, KOIN from 11.30 a.m. to 12.00 noon, Pacific Standard Time.

### **Radio Program on Negro Education**

The Office of Education, United States Department of the Interior, is planning a radio program on negro education, as a part of American Education Week, to furnish information concerning major issues revealed by and significant findings of studies and surveys of special problems in the education of colored people made by the Office of Education during the past two years. These issues include a survey of secondary education; a survey of the social, economic, academic, intellectual, and cultural background factors of college students; and a survey of some problems incident to the education of teachers.

The program will be broadcast over the National Broadcasting Company's network Thursday November 10, 1932, from 5.30 to 6.00 p.m., Pacific Standard Time.

## PARENTS' PROBLEMS WITH EXCEPTIONAL CHILDREN

The Office of Education, United States Department of the Interior, has published a pamphlet entitled *Parents' Problems with Exceptional Children*, *Office of Education Bulletin 1932, No. 14*, by Elsie H. Martens.

This publication answers the questions of parents who are trying to help children who are exceptionally handicapped by defective eyesight, defective hearing, defective speech, or other physical limitation. It answers questions of parents of exceptionally bright children and of children who are serious behavior problems.

Copies of the pamphlet may be ordered through the Superintendent of Documents, Washington, D. C., or through local bookstores at ten cents each.

## FORMULA FOR PASTE FOR USE WITH CELLOPHANE

Mr. A. G. Grant, District Superintendent of Schools, Mount Shasta City, has directed our attention to a formula for paste, developed in the Yreka high school chemistry class taught by F. D. Calhoun, which may be used with cellophane. Mr. Grant has found cellophane very useful in mending torn books. Ordinary mucilage or paste, however, was not found to be satisfactory for use with cellophane. Paste made by the following formula has proved satisfactory:

- 1 gram Knox gelatine
- $\frac{1}{2}$  gram cane sugar
- $\frac{1}{10}$  gram sodium benzoate
- 25 cubic centimeters water

To prepare, place the gelatine, sugar, and sodium benzoate in water and heat to 200 degrees Fahrenheit. Stir well while heating.

To conserve this preparation, remove the top and bottom from a tooth paste or shaving cream tube. Wash thoroughly with water. Replace cap and pour hot solution in tube. Reseal bottom of tube and allow it to cool.

# Professional Literature

## REVIEWS

LUCY WELLER CLOUSER, WILMA J. ROBINSON, and DENA LOIS NEELY. *Educative Experiences Through Activity Units*. Chicago: Lyons & Carnahan, 1932. 352 pages.

This is a most practical book for primary teachers who are attempting to develop informal techniques of teaching. It is the record of activities actually carried on in primary classrooms of the Kansas City school system.

The three parts into which the book is divided treat respectively the educational theory upon which the activities curriculum is based and practical suggestions for organizing the year's work for the greatest possible child growth; certain typical activities such as: how we travel, a talking picture, a puppet show, a reading club, a circulating library, a school garden, an original play, and vacation activities; activities centering around social studies such as: school banking, Columbus Day, Indians of Today, Armistice Day, Thanksgiving Day, Christmas customs, Washington's Birthday, and child life in China, Switzerland, and the jungles.

The bibliographies for teachers and children accompanying each unit are carefully selected and invaluable to the teacher. Frequent reference is made to the California Curriculum Commission's *Teachers' Guide to Child Development, Primary Unit*. The influence of this publication upon the first three chapters is evident. Apparently it was used also by the classroom teachers developing the units of work. In numerous bibliographical references, the authors give complete acknowledgment for the usefulness of the California publication.

The publishers are to be congratulated on the excellent format. Readers will appreciate the large readable type employed, the clear illustrations showing many phases of the activity curriculum, and the general attractiveness of the bound volume.

The book should serve classes in primary curriculum in teacher-training institutions as well as provide usable material for the guidance of teachers in service. Parents interested in a non-technical exposition of the newer teaching methods will find the book fascinating and authentic. Parents will gain help from the "Suggestions for Book Corner," an excellent list of titles, in selecting suitable books for the children's home library.

HELEN HEFFERNAN

ARTHUR S. GIST. *Clarifying the Teacher's Problems*. New York: Chas. Scribner's Sons, 1932. xi+312 pp.

This book was written to serve as a teacher's handbook. The author presents an educational philosophy compatible with that of which the modern child-centered school is the expression and follows it with a series of chapters dealing with modern methods of handling the various subjects of the curriculum.

The practical, everyday, troublesome difficulties which present themselves to teachers are not overlooked, but are dealt with in frank fashion. The author's own acquaintance with the problems of teaching is apparent throughout. He never loses sight of the classroom problems that arise for the teacher who needs the guidance his handbook attempts to furnish.

There are a number of items discussed in the book which are particularly worthy of note:

An excellent treatise is given on the construction and use of puppets. The means they provide, through dramatization, for the acquisition of clear articulation and a pleasing voice is well brought out. The construction of the puppets from various materials is described in unusually painstaking detail.

"The Library Files and Social Science" is valuable information for the teacher in guiding the research of pupils. A number of type lessons based upon library service are presented for use with upper grade pupils.

The terminology of testing is a unique inclusion in the chapter on "Measurement of Ability and Achievement," as is also a section on the source of tests.

Mr. Gist, from his own work as President of Humboldt State Teachers College at Arcata, California, apparently feels the need of such a compilation of information for the inexperienced teacher in training and in the field, as well as the value of presenting the newer viewpoint in educational method as a professional stimulation to all teachers.

GLADYS L. POTTER

### CURRENT PUBLICATIONS RECEIVED

- ADAMS, JESSE E., and TAYLOR, WILLIAM S. *An Introduction to Education and the Teaching Process*. New York: The Macmillan Co., 1932.
- ATHEARN, WALTER SCOTT. *The Minister and the Teachers*. New York: The Century Co., 1932.
- BRIDGES, KATHARINE MAY BANHAM. *The Social and Emotional Development of the Preschool Child*. London: Kegan Paul, Trench, Trubner & Co., 1931.
- BRODSHANG, MELVIN. *Buildings and Equipment for Home Economics in Secondary Schools*. New York: Teachers College. Columbia University. Contributions to Education, No. 502, 1932.
- Bulletin of the Association of American Colleges. How Can the Colleges Be Financed?* Vol. XVIII, November, 1932, No. 3. Lancaster, Pennsylvania: Association of American Colleges.
- GALLOWAY, OSCAR F. *Higher Education for Negroes in Kentucky*. Bulletin of the Bureau of School Service. Vol. V, September, 1932, No. 1. Lexington, Kentucky: University of Kentucky
- HARTSHORNE, HUGH, and MILLER, J. QUINTER. *Community Organization in Religious Education*. New Haven, Connecticut: Yale University Press. Yale Studies in Religious Education, V., 1932.
- JACKS, LAWRENCE PEARSALL. *Education Through Recreation*. New York: Harper & Brothers, 1932.
- KING, LUELLA MYRTLE. *Learning and Applying Spelling Rules in Grades Three to Eight*. New York: Teachers College. Columbia University. Contributions to Education, No. 517. 1932.
- KURANI, HABIB AMIN. *Selecting the College Student in America: A Study of Theory and Practice*. New York: Teachers College. Columbia University. Contributions to Education, No. 503. 1931.
- LUECK, WILLIAM R. "The Arithmetical and Algebraic Disabilities of Students Pursuing First Year College Physics." *University of Iowa Studies*. Vol. VIII, No. 1, Iowa City, Iowa: University of Iowa.
- PERRY, CLARENCE ARTHUR, and WILLIAMS, MARGERITA P. *New York School Centers and Their Community Policy*. New York: Russell Sage Foundation, 1931.
- SELLE, ERWIN STEVENSON. *The Organization and Activities of the National Education Association: a Case Study in Educational Sociology*. New York: Teachers College. Columbia University. Contributions to Education, No. 513. 1932.

- WHITE HOUSE CONFERENCE ON CHILD HEALTH AND PROTECTION—*The Delinquent Child*. New York: The Century Co. 1932. (Section IV, The Handicapped: Prevention, Maintenance, Protection.)
- WHITE HOUSE CONFERENCE ON CHILD HEALTH AND PROTECTION—*Growth and Development of the Child*. Part IV. Appraisalment of the child. I. Mental status. II. Physical status. New York: The Century Co. 1932. (Section I. Medical service.)
- WHITE HOUSE CONFERENCE ON CHILD HEALTH AND PROTECTION—*Milk Production and Control: Communicable Diseases: Public Health Supervision: Nutritional Aspects: Economic Aspects*. New York: The Century Co. 1932. (Section II. Public health service and administration.)
- WRINKLE, WILLIAM L. and ARMENTROUT, WINFIELD D. *Directed Observation and Teaching in Secondary Schools*. New York: The Macmillan Company, 1932.

### MAGAZINE ARTICLES

- BREED, FREDERICK S. "The Nature of Educational Measurement." *The School Review*, pp. 497-504, Vol. XL, September, 1932, No. 7.
- DE ALTON, PARTRIDGE E. "Ability in Leadership Among Adolescent Boys." *The School Review*, pp. 526-531, Vol. XL, September, 1932, No. 7.
- GROVER, C. C. "A Survey of the Reading Achievement of Pupils in Low-tenth Grade." *The School Review*, pp. 587-594, Vol. XL, October, 1932, No. 8.
- HARAP, HENRY, and BAYNE, ALICE J. "A Critical Survey of Public School Courses of Study Published 1929 to 1931." *Journal of Education Research*, pp. 46-55, Vol. XXVI, September, 1932, No. 1.
- JUDD, CHARLES H. "Programs of Social Studies for the Schools of the United States." *The Elementary School Journal*, pp. 17-24, Vol. XXXIII, September, 1932, No. 1.
- LAYTON, WARREN KENNETH. "The Problem of Pubescence in Junior High School Boys." *The School Review*, pp. 595-605, Vol. XL, October, 1932, No. 8.
- PRESEY, L. C., and ELAM, M. K. "The Fundamental Vocabulary of Elementary School Arithmetic." *The Elementary School Journal*, pp. 46-50, Vol. XXXIII, September, 1932, No. 1.
- TERRY, PAUL W. "Summary of Investigations of Extra-curriculum Activities in 1931." *The School Review*, pp. 505-514, Vol. XL, September, 1932, No. 7, and pp. 613-619, Vol. XL, October, 1932, No. 8.
- WETZEL, WILLIAM A. "Characteristics of Pupil Leaders." *The School Review*, pp. 532-534, Vol. XL, September, 1932, No. 7.